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ABSTRACT

An independent audit of the San Diego (California) special education department was commissioned to examine: (1) whether programs exceed mandates of federal and state law, (2) whether the district has maximized funding sources in reporting programs and costs; and (3) whether alternative service delivery models or community interagency collaboration efforts might be provided at more cost effective levels. Among conclusions were that some services (such as those to students in home or hospital settings and those to large numbers of students identified as seriously emotionally disturbed) exceed requirements, and that the district has not maximized resources (e.g., too many special day class settings and non-optimal reporting procedures). Among 10 recommendations are the following: increase integration of special education students into regular education programs; review agreements with related agencies; review eligibility criteria, placement standards, and need for school provided physical/occupational therapy services; reduce numbers of pupils assigned to programs for seriously emotionally disturbed students; and redistribute instructional personnel service units so that closer to 2.8% of pupils are served in special day classes. A glossary of terms is appended and tables provide such information as instructional personnel service units by program, current program operation by setting, and effects of nonfunded programs. The attached supplementary report by Janet L. McDaid describes the district's special education programs against a background of relevant legislative and administrative information. Seven case studies are also presented to illustrate the different types of services provided. (DB)

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PLANNING, RESEARCH, AND EVALUATION DIVISION

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EVALUATION DEPARTMENT REPORT

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Lou Barber and Associates
Sacramento, California
June 1986

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FOREWARD

We wish to thank Mr. Daniel Lochtefeld, Director of the San Diego Unified School District, Department of Special Education and Mr. David Gross, Senior Budget Analyst, for sharing information and documentation, and for their open and responsive participation in this report. They played a major role in reviewing and clarifying the findings in the study. They facilitated communications within the Department of Special Education and provided noteworthy assistance in correcting misinformation or inappropriate use of information that had been gathered. We would like to commend Mr. Lochtefeld and the District on the quality of the special education program. We would also like to express our appreciation to Dr. Janet McDaid of the Evaluation Department for her assistance throughout this study and for facilitating the interviews and her general overall guidance. Dr. McDaid has authored a report describing the district's special education program, services and organization. This "Description Of The District's Special Education Programs," Report #429A, is provided as a supplement to the general study and should greatly assist the reader in understanding the special education programs and services as they are discussed in the general study. In addition to the "Description Of The District's Special Education Programs," a glossary of terms is provided as Appendix A, and a summary of the current J-50 Form is presented in Appendix B. Both are designed to assist the reader.

Executive Summary

Issue/Concern

The authors were requested to conduct an independent audit of the special education department and examine the following issues:

1. Does the program currently being provided by the district exceed the mandates of the federal law, P.L. 94-142, or the California Master Plan for Special Education?

2. Has the district maximized funding sources in reporting programs and costs to the state?

3. Is it possible to provide alternative service delivery models or community interagency collaboration efforts at cost effective levels, while maintaining the quality of the individual student's education?

Conclusions:

Based on our findings the following conclusions are made:

1. The district's special education program and services in general are in accordance with state and federal mandates. Four areas were identified as potentially exceeding state or federal mandates.

   * The provision of services for special education and regular education pupils within home or hospital settings.

   * The provision of services for special education and regular education pupils residing within licensed children's institutions settings.

   * The need for collaborative efforts with other public agencies in the provision of occupational and physical therapy, and for seriously emotionally disturbed pupils identified.

   * The large number of pupils identified as seriously emotionally disturbed.

2. The district has not maximized resources in operating or reporting special education programs for state funding. Programs and services as reported have a serious financial disadvantage for the district.

* The district operates extensive special day class settings. Providing more resource specialist program settings has program and fiscal advantages for the district.

* There is an advantage for the district in applying for waivers from the state and requesting permission to redistribute unfunded units.

* There is an advantage for the district to minimize the number of unfunded instructional personnel service units.

Rationale

The district has a requirement to operate programs for handicapped pupils in the least restrictive environment in keeping with both the federal law and the California Master Plan for Special Education. There is a fiscal advantage for the district in operating more of its programs in resource specialist program setting and reducing special day class settings and designated instruction and service settings. The district is required by recently enacted legislation to work collaboratively with other community organizations, in order to reduce cost in areas where the other agency may have legal mandates to provide related services. Implementation will require leadership from the Superintendent and the Board of Education and cooperation between regular education and special education staff to insure that pupils receive needed services in the least restrictive environment.

Recommendations

It is recommended that the district:

1. Develop and implement a plan to actively integrate special education pupils in the regular education environment.

2. Review agreements with California Children's Services and County Mental Health.

3. Review the eligibility criteria, standards for placement and current Individualized Education Plan's of the pupils receiving occupational and/or physical therapy from district staff and determine if these services must be provided by the district, also determine if adaptive physical education and/or modified physical education could meet identified needs.

4. Review loading factors in designated instruction and services, particularly with respect to consolidating staff and services and investigate the possibility of some staff being certified as non-public agency vendors.

5. Reduce the number of pupils being assigned to programs for seriously emotionally disturbed and place these pupils in alternative programs.

6. Review the staffing patterns for programs provided in licensed children's institutions and for pupils home and/or hospital bound and determine if some of the instruction could be adequately provided by hourly personnel.

7. Develop a plan for redistributing instructional personnel service units to be implemented over the next two or three years. The plan should have as a goal to bring the percentage of pupils served in special day classes in line with an established checkpoint, such as 2.8 percent of the school age population being served.

8. Maximize the resources of the district by claiming unfunded units within the special day class allocation, thereby receiving more state dollars for the programs operated in the resource specialist setting.

9. Implement a plan for the redistribution of units in order that the general movement of students is from the more restrictive special class setting to the less restrictive resource specialist program.

10. Conduct further study in the area of special education transportation, assignment of assessment personnel and resource teachers who appear to support the instructional program without a specific caseload, and the feasibility of reducing the number of pupils placed within non-public schools.

I.
ISSUE/CONCERN

The purpose of this study is to conduct an independent evaluation to respond to the Deloitte, Haskins and Sells report, "A Review of Community Relations and Integration Services - Planning, Research, and Evaluation - Educational Services Divisions," April, 1985. Three major issues were raised by the Deloitte, Haskins and Sells report. These issues are:

1. Does the program currently being provided by the district exceed the mandates of the federal law, P.L. 94-142, or the California Master Plan for Special Education?

2. Has the district maximized funding sources in reporting programs and costs to the state?

3. Is it possible to provide alternative service delivery models or community interagency collaborative efforts at cost effective levels, while maintaining the quality of the individual student's education?

II.
BACKGROUND

During the past decade, school districts across the nation have been involved in a massive effort attempting to implement Public Law 94-142, The Education of All Handicapped Children's Act. The State of California was one of the first states to implement the concept that children with disabilities should be provided an individualized educational program. Prior to the implementation of the federal law, educational leaders in California with the assistance of the California Legislature began piloting this educational innovation and addressing how the potential high cost of the concept could be best accommodated. San Diego Unified School District personnel participated in much of the planning that led to what was to become known as "The California Master Plan for Special Education." The California Master Plan is California's means of meeting the requirements found in the federal law and regulations, however, the California law while allowing for compliance with the federal law also provides for a system of delivering special education programs and related services that may vary from those required in the federal law. While the provision of services which meet both the requirements of the federal law and at the same time provide for unique needs at the state and local level is admirable in concept, it may prove difficult to implement in a functional manner. Many of the funding problems currently being faced by local school districts in California are the result of the confusion that exists in regard to the implementation of these two separate, but powerful mandates. In the area of Civil Rights, the federal law must take precedent. However, in regard to the implementation of education, each state has the right to determine its own educational program as long as it does not violate the federal laws.

In 1976-77, the San Diego Unified School District began to plan with other units. As a result of the efforts of the district leadership, San Diego Unified School District became one of the early pilot districts in the "Master Plan". With the passage of the federal law and with the early results of the pilot districts, the California Legislature determined (SB 1870) that the the entire state was ready for conversion to the concepts found in both the federal law and the state "Master Plan".

By April of 1981, the legislature as well as school boards, school administrators and special education leaders were being forced to face a very tough reality. While the "Master Plan" was providing excellent educational programs for disabled children, the costs of such programs were exceeding all estimates. For the first time in the history of the state, special education was in a deficit position at the state level.

Since 1981, major efforts have been mounted by all concerned to bring the cost of special education in line with the mandates of both the federal and state law. Attempts have been made every year by the legislature to find a solution to the problem. Laws have been enacted to "squeeze" the system. Districts and county offices of education have entered into law suits attempting to solve the problem created by the high level of service found in the state system and the yearly shortfall of state resources required to carry out these mandates.

Currently, as a result of a law suit brought by the Office of the Riverside County Superintendent of Schools and the Santa Barbara County Office of Education, the Legislature has been handed a bill for more than two billion dollars by the California Board of Control. The action by the Board of Control is in response to the underfunding of mandates and is not intended to solve the ongoing problem of underfunding the special education programs offered by California school districts.

The San Diego Unified School District contracted with the firm of Deloitte, Haskins and Sells to conduct a program audit in April, 1985. The report titled " A Review of Community Relations and Integration Services - Planning, Research, and Evaluation - Educational Services Divisions", provided the Superintendent and the Board with a number of recommendations regarding several programs. This report was developed in response to the recommendations on pages 35 through 37 relating to the Special Education Division. The following recommendations are specifically addressed within the scope of this study: "The district should undertake a program audit to determine:

Actual mandated requirements
Current SDUSD enrollments
Current services offered to each student
Level of District effort (fiscal and program) required under master plan

If the Program is found to be in excess of mandates, the District can decide whether to modify the level of service and redistribute the excess resources to other areas. In addition, alternative service delivery models should be developed which maintain quality, but at a more efficient level of cost."

The concerns expressed by the San Diego Unified School District Board are valid. Prior to attempting to resolve the problems related to whether the district's special education program is in excess of the mandates of the California Education Code, any investigator should recognize and note that historically the special education program operated by the San Diego Unified School District has been outstanding and the quality of the educational program is not in question. Both the leadership of the Department and the program staff are highly qualified and the district possesses a long standing reputation for quality education which is exemplified by its special education program.

III.
STUDY DESIGN

The purpose of this study was: (1) to review and respond to the Deloitte, Haskins and Sells study; (2) to make recommendations regarding the districts maximization of resources for the special education program; and, (3) to determine if the district program as it is currently structured exceeds mandates of the California Master Plan.

The study was conducted during January and February, 1986. Extensive interviews were conducted with Dan Lochtefeld and David Gross to gather information and documentation. Specifically the report is concerned with three major issues raised by the Deloitte, Haskins and Sells study.

1. Does the program currently being provided by the district exceed the mandates of the federal law, P.L. 94-142, or the California Master Plan for Special Education?

2. Has the district maximized funding sources in reporting programs and costs to the state?

3. Is it possible to provide alternative service delivery models or community interagency collaborative efforts at cost effective levels, while maintaining the quality of the individual student's education?

The following documents were selected for review, as they represent the manner in which the district has reported program operation to the state for funding purposes.

1. The December 1, 1984 and December 1, 1985 Pupil Count.

2. The 1985 First Principal, J-50 Form.

3. Review of Community Relations and Integration Services Planning, Research, and Evaluation document, by Deloitte, Haskins and Sells, April, 1985.

4. Special Education Financial Information Packets, dated September 12, 1985 and January 14, 1986.

5. 1985-86 Planning Budget Master Plan for Special Education documents for the district.

6. Presentation of the 1984-85 Final Budget and 1985-86 Planning Budget by Activity, July 30, 1985.

7. Application for Local Plan for Special Education, April, 1984.

8. Special Education Local Plan Area Size, Scope and Governance Study, School Services of California, Inc., September, 1985.

9. 1984-85 Pupil Transportation Reports, September 4, 1985.

10. Financial documents including Instructional Costs per Enrollee, November, 12, 1985, Instructional Personnel Service Units, January 15, 1986.

11. Documents relating to the Special Education Audit, December, 1984 through March, 1985.

12. Organization Chart, Special Education Department, February, 1985.

13. Pupil Accounting Documentation, January 10, 1986.

The above documents were reviewed and analyzed as they related to the legal and fiscal mandates contained within the following documents:

1. P.L. 94-142 and regulations.

2. California Education Code sections relating to the California Master Plan for Special Education.

3. California Administrative Code, Title 5 Regulations.

4. California State Department of Education Policy Statements and applicable correspondence from the State Director of Special Education.

5. State Interagency Agreements between the California State Department of Education and the following: State Department of Health, State Department of Mental Health, and State Department of Developmental Disabilities.

6. Correspondence from the State Department of Education, Office of Local Assistance, relating to the reporting forms for special education entitlements for funding.

The findings of the investigators were reviewed with Dan Lochtefeld, David Gross and special education program managers; Bob Calhoun, Betty Crupi, Odia Ellison, and Jack Fleck. Drawn from the findings and the input of district personnel, a final report including recommendations on ways in which to maximize resources and provide quality educational services to special education pupils at cost effective levels was prepared.

IV.
FINDINGS

This section of the report is concerned with the three major issues established in the Deloitte, Haskins and Sells study. Programs which may exceed state and federal mandates were examined and alternative approaches are recommended. The section also examines in detail funding sources for the district's special education programs. In an attempt to provide district administration with options which may have a positive financial advantage for the district, the researchers costed out various options and made recommendations which could, if implemented, enhance the district's state entitlements. Several tables in this section graphically depict current program settings and the effect of implementing a plan to change program options to a more integrated program for some of the district's students. The chapter provides a number of alternative models for providing services to students currently identified in restrictive special education settings, or who are currently placed in special education programs and might be equally well served in programs outside of special education.

Programs Which Exceed State and Federal Mandates

This section of the report describes areas of the special education program which appear to be in excess of state and federal mandates. An analysis will be presented which describes the program, the legal or fiscal mandates, the district services with respect to the mandates, and alternative approaches or recommendations for the program. As described in the study design, an indepth review of all documents concerning special education programs operated by the district was completed. For the purpose of this study, only those areas which provided evidence indicating a program may be operating in excess of state or federal mandates are presented on the following pages.

Program: Occupational and Physical Therapy. (OT/PT)

Legal Mandates: AB 3632, which was chaptered into law in 1984, as Chapter 1747 described the interagency responsibilities for providing services to handicapped children, as well as the subsequent legislation AB 882. Government Code Section 7572(b) describes "Occupational therapy and physical therapy assessments shall be conducted by qualified medical personnel as specified in regulations developed by the State Department of Health Services." Government Code Section 7575 further specifies the following, "Notwithstanding any other provision of law, the State Department of Health Services, or any designated local agency administering the California Children's Services, shall be responsible for the provision of occupational therapy and physical therapy, as specified by Section 250 et. seq. of the Health and Safety Code, by reason of medical diagnosis and when contained in the child's individualized education program."

The code goes further to state, "When the California Children's Services panel physician disagrees with the private referral, the referral shall be treated by the individualized education program team as an educational recommendation only...the provision of these services shall be the responsibility of the local educational agency."

District Services: A document titled, "Special Education Programs 1985/86 Budget Instructional Costs Per Enrollee as of November 1985" and dated November 12, 1985 describes 200 pupils as being served by the district with occupational and physical therapy programs being provided by the district. It would appear important to verify that each of these students have been assessed, found ineligible for California Children's Services (CCS), and found to require OT/PT in order to benefit from their special education program. This final step is critical, in that OT/PT is a related service and can only be provided by the district when it is found that the service is necessary in order for the pupil to benefit from special education. Interviews with staff provided evidence that all of the children in this program have been assessed by CCS and found to be eligible for district services.

Alternative Approach and Recommendations: If a local interagency agreement between the district and CCS is not currently in place, it would be important to begin the development of such an agreement immediately. An additional consideration in this area may be for the 6.0 FTE OT/PT personnel to be certified as non-public agency vendors. This would allow the district to generate additional revenue which is at the present time not being sought. Contract considerations may prevent this recommendation from being

implemented. District personnel should review the existing local interagency agreement with a view to adapting the agreement in light of the new laws in this area. Staff should also reassess students currently receiving OT/PT services by district personnel to see if any of the services could be provided by adaptive physical education staff.

Program: Home and Hospital Instruction.

Legal Mandates: Education Code Section 56167 mandates that individuals with exceptional needs who are placed in hospitals within the district boundaries are the responsibility of the district. Education Code Section 56363 defines Designated Instruction and Services (DIS) to include, Instruction in Home or Hospital when required by a special education pupil's individualized education program (IEP).

District Services: The San Diego Unified School District reported on a document titled, "Special Education Programs 1985/86 Budget Instructional Costs Per Enrollee As of November 1985", dated November 12, 1985 to be serving 24 homebound pupils with 5.6 instructors, and 31 pupils confined to hospitals with 3 instructors who each conduct full time special day classes. In addition, Teleteaching and independent study programs are available to students. While the district has chosen to provide a program for all pupils, both federal and state law only require a program for students with IEP'S. No requirement exists that non-special education pupils are to be educated by special education personnel during their stay in a hospital or during the time they are confined at home. Regular education pupils served through the home or hospital instruction mode, may be claimed as regular education ADA, with regular funding provided through the revenue limit. Interviews with management staff from the Department of Special Education revealed that the district was providing instruction to regular education students through regular education.

During a three week period, between January 13 and February 7, 1986, the district reports that 89 regular education pupils were served through the home and hospital DIS program. An additional 140 special education pupils were reported as also receiving the services. However, the 89 pupils could have been served by regular education personnel and reported as regular ADA for funding purposes. This is particularly salient, given that the district presently operates 47 classes in excess of the State funding formulas for special education. All indications are that the Department of Special Education operates both programs for special education students and non-special education students in a number of locations. The department should be commended for these programs, however, the department should review these programs regularly to ensure that the regular education personnel provide instruction whenever possible.

Alternative Approach and Recommendations: The district should review the current method utilized to claim and report regular education pupils for home or hospital instruction. It is recommended that for regular education pupils needing home or hospital instruction, services be provided on an hourly basis, by regular education personnel, and reported as regular ADA for revenue limit funding. Special education home or hospital instruction should be reviewed to determine if it is possible to provide part of the ongoing instruction in this program with hourly personnel, instead of operating special day classes.

Program: Licensed Children's Institutions

Legal Mandates: California Education Code, Section 56155 describes, "The provisions of this article shall only apply to individuals with exceptional needs placed in a licensed children's institution or foster family home by a court, regional center for the developmentally disabled, or public agency, other than an educational agency." The Education Code goes further in Section 56156 (c) to state that "...If a county office is not a part of the special education local plan area, special education services for individuals with exceptional needs residing in licensed children's institutions, pursuant to this subdivision, shall be the responsibility of the responsible local agency or other administrative entity of the special education local plan area."

District Services: The San Diego Unified School District reports as of February 10, 1986 to be serving a total of 187 pupils within seven licensed children's institutions (LCIs). Of this total, 108 pupils are not identified as special education, while the remaining 79 have current individualized educational programs. The information presented above regarding the requirement for providing an education for pupils within home or hospital settings is again applicable in this area. There is no requirement for pupils without IEPs to be educated by special education personnel. Therefore, regular education pupils served from the LCIs may be claimed as regular education ADA with a revenue limit generating the funding for their education. Interviews with special education management staff indicated that, although the program is administered by the Special Education Department, six teachers in the program are provided by regular education funding and eight teachers are provided by special education funding.

Alternative Approach and Recommendations: As discussed in the above section, the district should attempt to reduce the number of special education classes wherever possible. The district may want to consider the possibility of hourly employees providing some of this instruction.

Program: Seriously Emotionally Disturbed.

Legal Mandates: Both P.L. 94-142 and the California Education Code provide for students identified as "Seriously Emotionally Disturbed." However, several questions must be asked regarding this program: (1) Is the program as it is currently structured such that all requirements are met while maintaining a reasonably cost effective standard? (2) Is the program's operation consistent with expectations given the number of pupils served and the size of the district's population? (3) Is the program as it is currently structured in keeping with good educational practices and meeting the intent of the federal and state law?

District Services: The seriously emotionally disturbed program appears to exceed statewide percentages. Currently, the district serves 620 pupils identified as Seriously Emotionally Disturbed, as reported on the December 1, 1985 Pupil Count. This represents 5.5 percent of the total special education population, while the statewide average percentage is currently less than 2.5 percent. No attempt was made in this study to do an individual review of pupil's individualized education programs (IEP), to determine appropriateness of identification or placement for services.

Alternative Approach and Recommendations: Legislation enacted during the past two years (AB 3632, AB 882, Brown) requires that school districts working in cooperation with the County Department of Mental Health are to develop local agreements which specify responsibilities of both agencies for the assessment, identification, and services for pupils suspected as being seriously emotionally disturbed. Given the higher than average number of pupils currently identified as seriously emotionally disturbed, it is recommended that the district review the interagency agreement with County Mental Health and determine that all applicable measures for assuring proper screening and provision of necessary services are being implemented.

The difficulty in assessing a seriously emotionally disturbed pupil and distinguishing the characteristics exhibited by such a pupil from those of a socially maladjusted pupil is well recognized within the field. The discrimination between these two populations is critical to the funding problems currently being investigated in the district. It should be noted that socially maladjusted pupils, while remaining the responsibility of the district as a whole, are not the responsibility of special education. Although district personnel have developed and implemented criteria for identifying seriously emotionally disturbed students, a higher than average number of students are identified in this category. It is recommended that district personnel review the identification, referral and assessment process and complete the local interagency agreement with County Mental Health to ensure provision of their services as necessary and in keeping with the intent of the new law. It is further recommended that a new local interagency agreement be completed with County Mental Health and that

provisions in that agreement provide for the development of guidelines specifically designed to differentiate between the "socially maladjusted or behavior disordered pupil and the seriously emotionally disturbed pupil. Another possibility is that students having academic and behavior difficulty in the secondary level program are placed in classes for the seriously emotionally disturbed simply because these classes exist as an option. The district appears to lack a wide range of alternative programs for the student who does not conform to the standard behavior criteria in the secondary setting.

It is recommended that the district review current eligibility criteria and program standards for this program; that efforts be made to reduce the number of pupils in the population and that the district initiate procedures for providing services to many of these pupils in other programs; in delivery systems and on regular campuses whenever possible.

Maximization of Financial Resources

The purpose of this section is to discuss whether the district is presently maximizing the funding resources through the reporting of programs and costs to the State. As described in the study design on pages 8 and 9, the J-50 document and December 1 Pupil Count were analyzed to derive the information presented in this section. The J-50 Form is used by the State Department of Education to determine the district's allocation of special education funds. The December 1 Pupil Count is used to determine the number of pupils served by the districts in special education and receiving related services. Several tables are presented in this section with a review of the data contained in each table.

Table 1: Instructional Personnel Service Units by Program, presents information regarding the loading of Instructional Personnel Service (IPS) Units on the basis of data submitted to the State Department of Education through the J-50 Financial Document and the December 1, 1985 Pupil Count. This information is salient to the question of maximization of resources. The information allows for a review of the loading of IPS units, or the average number of pupils who are being served in each program delivery system. As is noted in column 4 on the table, the average number of pupils served in the Special Day Class (SDC) setting is 10.66, 22.38 for the Resource Specialist Program (RSP), and Designated Instruction and Services (DIS) has 16.12. These numbers are based on the total number of IPS Units operated at the first principal apportionment (P-1). The 1984 Budget Act identifies minimums for these three programs at 9, 21 and 20 respectively. Therefore, based on units operated, only DIS is below the minimums established.

The California method of funding of special education is unique when contrasted with other education programs operated by school districts. Special Education programs are allocated funds based upon instructional settings and the personnel required to operate a given setting. This is significantly different from funding school districts based upon the number of students served (ADA) and the district's historical revenue limit (per pupil cost). For Special Education, the district's allocation is calculated based upon the reported programs operated, the allocation of programs to the district allowed by the State Department of Education and the historical cost of the programs within the district. The district reports all of this data on the J-50 Form.

The J-50 Form was designed by the State Department of Education to control any growth within programs and the allocations of funds to districts. Its primary purpose is to contain cost in special education state wide.

Districts report the numbers of pupils served by special education on a document called the "Special Education Pupil Count." This document is also used for data collection when compiling information concerning the number of handicapped children served within the state as reported to the Federal Government. Frequently, districts serve more children as reported on the pupil count document than they are allowed to claim for funding purposes on the J-50 form.

State funds are allocated based on the J-50 Form. When a district serves more special education pupils in excess of instructional settings than allocated by the J-50 Form, the district must provide resources from the district general fund.

Information presented on the following table is concerned with the effect of the special education settings, the allocations from the State, the averages based on allocations and on programs operated.

Column 1, shows the number of children served in each of the program settings as taken from the December 1, 1985 Pupil Count.

Column 2, shows the percentages of special education pupils served in each setting based on the total district (K-12) population as determined by the district's 1985 C-BEDS (California Basic Education Data System) report.

Column 3, shows the number of district, instructional personnel units by instructional setting as reported by the district on the J-50 Form at the first period report (P-1) for 1985-86.

Column 4, shows the average loading by instructional setting and is determined by the total number of pupils served in the program setting divided by the number of units actually operated.

Column 5, shows the number of units allocated by the state as reported on the J-50 Form.

Column 6, shows the total number of pupils served by the units allocated by the State as reported on the J-50 Form.

For the DIS program, if the San Diego Unified School District were to only operate those units justified on the basis of the loading factor of 20, 154 DIS units would be operated. This would result in the district operating only three units in excess of their allocations, rather than presently operating 39.32 units in excess of their allocations, as explained in Table 2A. A more indepth examination of the DIS program would appear to be necessary to determine if a reduction of programs, and consolidation of services is possible with fewer personnel.

However, if the Units allocated through the J-50 are used as a basis, the loading factors reveal numbers which exceed the statewide minimums in all three programs. As a result, the San Diego Unified School District is not in jeopardy of losing units on the basis of under utilization, because IPS unit loading factors are computed on the basis of allocated units for state purposes.

One other factor is presented in Table 1. The percentage of regular education that each special education program delivery system represents is depicted. The total of 9.89% of special education as compared to the regular education population derived from the October, 1985 C-BEDS appears appropriate, given the 10% cap established by Education Code for special education funding purposes. The total special education population of 11215 represents 9.89% of the total K-12 population of the district, shown as 113,393, taken from the 1985 C-BEDS material. Currently the State will not provide special education funds above 10% of the district's K-12 population. Table 1 shows another significant factor related to the percentage of special education students served in the various program settings. Education Code section 56760 has established limits of 2.8% for SDC, 4% for RSP, and 4.2% for DIS, originally. The sum of these three percentages is 11%. The additional 1% was provided to allow flexibility for placement of pupils between the program delivery systems, with the ten percent figure acting as a cap for funding purposes only. These limits are no longer absolute and can be waived by the State Department of Education. However, they can be viewed as benchmarks for comparison purposes. The number of pupils in SDC within the district represents 3.44% pursuant to the December 1, 1985 Pupil Count. This number exceeds the benchmark presented earlier. In contrast, the RSP pupil numbers are less than would be allowed, using the 4% figure. The DIS pupil count also is below the 4.2% mark.

The mix of pupils between the program delivery systems is significant for two reasons. First is a consideration for the least restrictive environment

for pupils. The assumption under this principle is that there would be far more pupils served within the RSP and DIS settings than in the SDC setting which is more restrictive. Secondly, there are financial advantages and disadvantages dependent upon the choice of programs operated by the district. In other words, it is critical to examine whether it is fiscally advantageous to operate SDCs in excess of the benchmarks established, as well as RSP and DIS programs. The results of this analysis will be presented later in this section.

TABLE 1

INSTRUCTIONAL PERSONNEL SERVICE UNITS BY PROGRAM

PROGRAM SETTINGS	Column 1 DEC. 85 PUPIL COUNT	Column 2 PERCENT OF REGULAR EDUCATION	Column 3 J-50 IPS UNIT OPERATED P-1	Column 4 AVERAGE LOADING	Column 5 J-50 IPS UNIT ALLOCATION P-1	Column 6 AVERAGE LOADING
SDC	3901	.0344	366	10.66	358.4	10.88
RSP	4036	.0356	180.3	22.38	180	22.42
DIS	3075	.0271	190.76	16.12	151.44	20.31
NON-PUB.	203	.0018				
TOTALS	11215	.0989	737.06		689.84	
REGULAR EDUCATION ENROLLMENT, 1985 C-BEDS: 113393						

Table 2A: Instructional Personnel Service Units by Program and 2B: Instructional Personnel Service Units by Operation; Funded and Unfunded, presents information regarding the number of IPS Units which are operated in excess of allocations and therefore unfunded units from the State.

Column 1, shows the program settings, including the SDC programs for severely handicapped with 1 and 2 aides and the non-severely handicapped with 1 or 2 aides.

Column 2, shows the number of instructional personnel units operated by the district.

Column 3, shows the number of instructional personnel units allocated for State funding by program setting.

Column 4, shows the number of instructional personnel units unfunded by the State by program setting.

Column 5, shows the amount of State special education entitlement for one (1) instructional personnel unit by program setting.

Column 6, shows the amount of district dollars required, by setting, to maintain the program in the 1985-86 school year as reported on the J-50 Form.

There are significant financial advantages to the district to claiming certain instructional settings for State entitlements and to assuming district responsibilities for other instructional settings. Currently the district has 47.22 IPS units unfunded by the State. There are significant advantages to whether a SDC IPS Unit is unfunded versus choosing to leave RSP or DIS IPS Units unfunded.

The district is experiencing a greater deficit from reporting the unfunded 47.22 units as described in Table 2A. The district should undertake a strategy over the next year or two to change the reporting of unfunded units. Every attempt should be made to try to amend the 1985-86 reports, and a campaign should be initiated to see that in future years the 47.22 units or at least part of that number is claimed as SDC units. The effect of claiming all 47.22 units in this manner would be to reduce the districts general fund cost from $2,062,099.18 to $1,613,885.16. The $1,613,885 is calculated by redistributing the 47.22 IPS Units to a SDC Non-Severely Handicapped, 1 Aide setting and multiplying by $34,178, which is the State special education entitlement. (47.22 x $34,178 = $1,613,885). This represents a savings to the general fund of $448,214.02. This effect is possible as a result of the funding formulas being structured in such a manner that the revenue limit flowing to the district from the State for all students is calculated into the SDC program and is not calculated into the DIS or RSP programs.

The Table 2A depicts that under the current configuration of unfunded units within the district, according to the J-50 document, 7.6 SDC units, .30 RSP units, and 39.32 DIS units are unfunded from the State. This results in the district having to fund at a minimum $2,062,099. This figure is derived from calculating the IPS Unit rate for each program compounded by the Support Service Ratio (SSR) for the total. The district may very well be experiencing a greater deficit from the operation of 47.22 units in excess of allocations, as a result of the current year expenses exceeding state funding formulas.

The calculation of the income to be derived from each program delivery setting is depicted on Table 2B. As demonstrated on Table 2B, a SDC is worth $57,388, a RSP is worth $60,181, and a DIS is worth $45,379. This

would lead one to believe that a RSP would be most advantageous for the district to operate as it simply generates more dollars per instructional setting. In the case of the RSP program this is correct. Following the same line of logic, it would appear that the SDC setting would be the second most advantageous and the DIS setting least advantageous. However, in the case of the SDC program, this is not true. In order to determine the financial advantage of the setting, one must first determine the source of all funds providing support to each instructional setting. One must also determine if the district in reporting the instructional programs has taken advantage of the reporting system, so as to claim those programs which generate the most state dollars from special education funds while assuming responsibility for district funding of those programs which generate the least in terms of State special education funds.

For a SDC, the funding is derived from two primary sources; the revenue limit of each pupil in the SDC, which is based on average daily attendance (ADA), and the special education entitlement. This means that for an average SDC, with an ADA of 10, the funding for that SDC will come as follows: $23,210 from the revenue limit and $34,178 from the special education entitlement or State special education funding.

This was enacted within the special education funding formula under the philosophy that by definition a pupil in a SDC must be there a majority of the day. Therefore, the revenue limit for that pupil would, by mandate, have to follow the pupil to special education. This is applicable, regardless of the integration of that pupil in regular education programs. On the other hand, pupils in RSP and DIS programs are not in special education a majority of their day, and therefore, the revenue limit stays in regular education and does not follow the pupil to special education. The special education funding formula also provides for the federal funding allocated under P.L. 94-142 to be deducted from the total special education entitlement. However, this factor is applied equally to all programs, and therefore is not a significant issue to delineate the advantage of operating one program over another.

The result of the phenomena of the deduction of revenue limits for a SDC operated leads to the conclusion that for the San Diego Unified School District it is most advantageous to operate and be allocated a RSP first, DIS second, and SDC third. Table 2B demonstrates that a RSP IPS unit yields $60,181, a DIS IPS unit yields $45,379 and a SDC IPS unit yields $34,178 of State special education entitlement dollars.

Following the discovery of which program benefits the district from a financial perspective, Table 2B presents information as to what impact redistribution of the IPS units in concert with this information would have. As described earlier, the current distribution of IPS units, in accordance with the J-50 document, costs the district at least $2,062,099. Assuming

the continuance of 47.22 IPS units being operated in excess of allocations, but moving all 47.22 IPS units to the SDC program the cost to the district would then be $1,613,885, resulting in a savings to the district of general fund dollars of $448,214.

In order to accomplish this redistribution, a waiver on the J-50 Freeze form would have to be prepared and be approved by the State Department of Education. The form would propose a significant increase of RSP IPS units, with a corresponding decrease in SDC IPS units allocated. Additionally, the operations of RSP within the district would need to increase, with a decrease in DIS operations in order to maximize the state funding sources, as a result of the revenue limit factor.

TABLE 2A

INSTRUCTIONAL PERSONNEL SERVICE UNITS BY OPERATION; FUNDED AND UNFUNDED

Column 1 PROGRAMS	Column 2 IPS UNIT OPERATED	Column 3 IPS UNIT ALLOCATED	Column 4 UNFUNDED UNITS	Column 5 SPECIAL EDUCATION ENTITLEMENT PER 1 UNIT	Column 6 DISTRICT GENERAL FUNDS
SDC-SH					
1 AIDE	161.23	161.23	.00		
2 AIDE	19.77	19.77	.00		
SDC-NON-SH					
1 AIDE	185.00	177.40	7.60	34,178.00	259,752.00
2 AIDE					
RSP	180.30	180.00	.30	60,181.41	18,054.42
DIS	190.76	151.44	39.32	45,378.74	1,784,291.96
TOTAL	737.06	689.84	47.22		2,062,099.18

Table 2B shows instructional personnel units and the effect of unfunded units by program.

The Special Day Class Program (SDC) serves an average of 10 pupils in a special education classroom setting.

The Resource Specialist Program (RSP) serves an average of 24 pupils in a variety of instructional settings and maintains the pupils regular education program as the major part of the pupils academic day.

Designated Instruction and Services (DIS) serves pupils with special needs in a variety of ways including services necessary to the pupil in order to maintain the pupil in school. The number of pupils served by a DIS staff member varies. The district should average 24 pupils per DIS staff member.

Table 2B references the Support Service Ratio (SSR) which is shown as .5215. This represents the district's cost for services other than direct instruction. The number is fixed by calculation and is constant for the district regardless of program setting, with the exception of Severely Handicapped - Special Day Class programs. However, it should be noted that the dollar amount will fluctuate dependent upon the IPS Unit rate for any given program setting.

TABLE 2B

INSTRUCTIONAL PERSONNEL SERVICE UNITS AND
EFFECT OF UNFUNDED PROGRAM

SPECIAL DAY CLASS (SDC)

AMOUNT UNFUNDED PER 1.0 SDC-NON-SH, 1 AIDE		
IPS UNIT RATE		$ 37,718
SSR	.5215	$ 19,670
TOTAL		$ 57,388
SOURCE OF FUNDS		
REVENUE LIMIT	$2,321	$ 23,210
SP.ED. ENTITLE.		$ 34,178

RESOURCE SPECIALIST PROGRAM (RSP)

AMOUNT UNFUNDED PER 1.0 RSP IPS UNIT		
IPS UNIT RATE		$ 39,554
SSR	.5215	$ 20.627
TOTAL		$ 60,181
SOURCE OF FUNDS		
SP. ED. ENTITLE.		$ 60,181

DESIGNATED INSTRUCTION & SERVICES (DIS)

AMOUNT UNFUNDED PER 1.0 DIS IPS UNIT		
IPS UNIT RATE		$ 29,825
SSR	.5215	$ 15,554
TOTAL		$ 45,379
SOURCE OF FUNDS		
SP. ED. ENTITLEMENT		$ 45,379

Table 3A: Current Program Operation by Setting and Effect of Unfunded Programs in Dollars, Table 3B: The Effect in Dollars of Moving 10 SDC-NON-SH, 1 Aide Programs to 10 RSP Unit Programs, and Table 3C: The Effect in Dollars of Moving 10 DIS Unit Programs to 10 RSP Unit Programs graphically illustrate the advantages and disadvantages regarding the choice of special education programs operated within a local plan. Tables 3A, 3B, and 3C, present information regarding the result of moving IPS units from one program to another. As depicted in the Table 3B, a $260,030 savings could be accrued from the movement of 10 SDC programs, which are non-severely handicapped with one aide, to 10 RSP. Table 3C, shows the results of moving 10 DIS IPS units to 10 RSP IPS units which would result in $148,020 increased revenue for the district. As described in the discussion regarding Tables 2A and 2B, in order to implement such a movement of program allocations, a waiver of the J-50 Freeze form would need to be prepared and approved by the State Department of Education.

It should be noted that the San Diego Unified School District is currently penalized $7,456 for the operation of excess DIS units. This is the result of operating DIS units currently beyond the base year of 1980, and appears on the J-50 form, EDP059. Clearly the movement of this portion of a DIS IPS unit should occur, and be corrected for the 1985-86 Fiscal Year, P-1.

Column 1, shows the instructional personnel service unit settings.

Column 2, shows the current number of IPS units operated by setting.

Column 3, shows the current amount in dollars of unfunded programs by setting.

An examination of the specific operations currently being provided under the DIS and SDC programs should be undertaken immediately to determine the programs which can be converted to RSP operations. The justification for such a conversion includes the least restrictive environment issue presented earlier, as well as the financial advantage. Other considerations for the redistribution of IPS units include addressing staff reassignment as the need for Resource Specialists to possess a Resource Specialist Certificate of Competence. In addition, a careful review of the number of pupils necessary to be served within a RSP needs to be conducted on an ongoing basis. This is important, in order that the district would not later become vulnerable to an under utilization of IPS units and therefore, be subject to recapture of units. If the district is currently or anticipates pursuing State building funds, the consequence involving square footage allocations between the two programs delivery settings also needs to be examined.

TABLE 3A
CURRENT PROGRAM OPERATIONS BY SETTING AND
EFFECT OF UNFUNDED PROGRAMS IN DOLLARS

Column 1 PROGRAM	Column 2 IPS UNITS OPERATED	Column 3 CURRENT AMOUNT UNFUNDED
SDC	366	$ 259.753
RSP	180.3	18,054
DIS	190.76	1,784,292
TOTAL	737.06	$2,062,099

TABLE 3B
THE EFFECT IN DOLLARS OF MOVING 10 SDC-NON-SH,
1 AIDE TO 10 RSP IPS UNITS

PROGRAM	SP. ED. ENTITLEMENT	10 UNITS
SDC-NON-SH, 1 AIDE	$34,178	$341,780
RSP	$60,181	$601,810
DIFFERENCE	$26,003	$260,030

TABLE 3C
THE EFFECT IN DOLLARS OF MOVING 10 DIS UNIT PROGRAMS
TO 10 RSP IPS UNIT PROGRAMS

PROGRAM	SP. ED. ENTITLE.	10 UNITS
DIS	$45,379	$453,790
RSP	$60,181	$601,810
DIFFERENCE	$14,802	$148,020

Table 4: Current IPS Infant Unit Operations, and Results in Dollars of Claiming Fifty Per Cent of Infant IPS Units as SDC Programs, describes the infant IPS units funded and operated by the district. Current Education Code provides that not more than 50% of the infant IPS units funded and operated by a SELPA can be in the SDC program. It should be noted that infants are not currently considered part of the revenue limit base of the district. Therefore, there is not a deduction for the revenue limit of pupils served within infant IPS units in SDC. As a result, from the information presented in the Table 4 it would appear to be advantageous for the district to redistribute the infant IPS units with the maximum number possible in SDC programs, rather than DIS. The table depicts that an increase of $35,644 could be generated from the redistribution proposed. Again, documentation would need to be prepared, the Local Plan amended, and submitted to the State Department of Education for approval.

It should be noted that the district originally requested a total of 9.83 units based on the infant pupil count, with 50 percent of the IPS Units in SDC settings. The State funded 11.15 with only 3 SDC units. However, the district benefited from the excess units by almost $34,000. Therefore, the district is in a positive position on this issue, but should continue to seek redistribution to further enhance the state funding.

TABLE 4
CURRENT IPS INFANT UNIT OPERATIONS AND RESULTS IN DOLLARS
OF CLAIMING FIFTY PERCENT OF INFANT IPS UNITS AS SDC PROGRAMS

	CURRENT OPERATION	IPS UNIT RATE	SSR	TOTAL INCOME	RESULTS REDIST. IPS UNITS	REDIST. TOTAL INCOME	DIFFER.
SDC, 1 AIDE	1.0	$37,718	.5701	$ 59,221	3.575	$211,715	
SDC, 2 AIDES	2.	$47,193	.5701	$148,195	2.	$148,195	
DIS	8.15	$29,825	.5215	$369,837	5.575	$252,986	
TOTAL	11.5			$577,253	11.15	$612,897	$35,644

Table 5: The Effect in Dollars of Implementing the Recommended Redistribution of IPS Units in a Manner More Programmatically and Fiscally Advantageous presents a summary of the J-50 form with the information revised in accordance with the recommendations made earlier in this chapter. The following recommended revisions are shown in Table 5.

The number of non-severely handicapped SDC units to be claimed is reduced from 177.40 to 137.78. This reduces the State allocation to the district from $6,691,173 to $5,196,786. The current J-50 Form is depicted in a summary format in the Appendix B of this document.

The number of non-severely handicapped DIS units to be claimed remains exactly the same as currently reported. The State allocation to the district remains at $4,516,698.

The number of non-severely handicapped RSP units to be claimed is increased to 219.62 from 180.00. This increases the State allocation to the district from $7,119.720 to $8,686,849.

The number of severely handicapped units remain unchanged.

The total special education entitlement is increased from $44,373,722 to $44,491,176, which increases the district's State allocation by $118,454. Table 6 presents a comparison of the current J-50 Form with the recommendend J-50 Form and presents a total difference of over one million dollars.

For Table 5:

Column 1, shows the number of units to be claimed on a revised J-50 Form.

Column 2, shows the instructional personnel setting.

Column 3, shows the district's allocation rate per instructional personnel setting for the 1984-85 school year.

Column 4, shows the district's allocation rate per instructional personnel setting for the current year.

Column 5, shows the total State allocations to the district in dollars by program setting with the district's support service rate included.

TABLE 5
EFFECT IN DOLLARS OF IMPLEMENTING REDISTRIBUTION
OF IPS UNITS IN A MORE ADVANTAGEOUS PROGRAM AND FISCAL MANNER

Column 1	Column 2	Column 3	Column 4	Column 5
		1984-85	J-50 1985-86 RATE	1985-86
IPS UNITS	IPS SETTINGS	RATE	PER CLASS	P-1
	NON SEVERELY HANDICAPPED			
137.78	SDC	35,519	37,718	5,196,786
151.44	DIS	28,086	29,825	4,516,698
219.62	RSP	37,248	39,554	8,686,849
	SUBTOTAL			18,400,333
	NSH EXT SESSION			428,966
	UNUSED AIDES			
	TOTAL			18,829,299
	DIS ADJUSTMENT			
	SUPPORT RATE TIMES,.5215			
	ADJUSTED SUBTOTAL		18,614,816	9,707,627
	TOTAL NSH			28,536,926
	SEVERELY HANDICAPPED			
161.23	SDC/1 AIDE	37,041	39,334	6,341.821
19.77	SDC/2 AIDES	47,193	50,114	990,754
	SH EXT SESSION			1,776,292
	UNUSED AIDES			
	TOTAL			9,108,867
	SUPPORT RATE TIMES, .5215			
	ADJUSTED SUBTOTAL, .5701			5,106,637
	SUBTOTAL			14,215,504
	TOTAL SP ED BEFORE INFANT			42,752,430
	INFANT EXT. YR			62,223
	NON-PUBLIC SCHOOL			1,676,523
	TOTAL SPECIAL ED ENTITLEMENT			44,491,176

Table 6: Comparison of Current J-50 (85-86) with Recommended Revised J-50 by Funding Source is a summary of Table 5 and the current J-50 Form depicted within Appendix B. The information reflects the special education entitlement from two forms and notes an improved position for the district of $118,454 with the proposed J-50 reporting of the redistributed IPS units. However, this figure is magnified by almost ten times, when the revenue limit calculation and deduction for SDC pupils is included. The result is $1,056,732 increased state funding under the special education entitlement for the San Diego Unified School District.

TABLE 6

COMPARISON OF CURRENT (85-86) J-50 WITH
THE RECOMMENDED J-50 BY SOURCE OF FUNDING

	CURRENT J-50 FORM	PROPOSED J-50 FORM	DIFFERENCE
SP. ED ENTITLEMENT	$44,373,722	$44,491,176	$ 118,454
REVENUE LIMIT DEDUCTION			
3524.57	$ 8,178,765		$ 911,423
3131.8		$ 7,267,342	
P.L. 94-142 CONTRIBUTION	$ 2,272,041	$ 2,272,041	
LOCAL GENERAL FUND CONTRI.	$ 4,930,508	$ 4,930,508	
INSTRUC. PROGRAM ENTITLE.	$28,991,408	$30,021,285	$1,029,877
COUNTY REVENUE	$ 874,000	$ 874,000	
ADJUSTED SP. ED. STATE ENT.	$28,117,408	$29,147,285	$1,029,877

Other Financial Considerations:

The scope of this study did not accommodate a financial review of the transportation deficit. However, it has been reported by district personnel that a $3.3 million deficit exists in the area of transportation, primarily attributable to the area of special education. While this appears to be a large sum, when viewed from a statewide perspective, the amount appears to be consistent with transportation deficits for special education in other districts and counties. In any event, a careful analysis and review should be conducted to determine if similar savings and/or additional dollars could be generated for transportation as presented earlier in this section for special education programs.

Additional areas of inquiry may include a review of the non-public school and agency area. The district reports on the December 1, 1985 Pupil Count that 203 pupils are being served in non-public schools. Any possible reduction of this number should be investigated. In addition, the possibility of maximization of State resources with the reduction of DIS operations and the conversion to non-public agency status should be explored.

Maximization of current resources with any reduction of expenditures should be explored relative to staffing patterns. Most notable in this regard may be the number of State unfunded aides that the district currently has employed. Options of splitting aides between programs, reducing aide time, providing more part-time aides in order to save benefit costs, as well as other areas of savings should be investigated.

Effort should also be directed toward a review of the procedures which have been put in place for the cost accounting standards for the 1985-86 school year. With the potential for a new base year for special education funding, it appears imperative that attention is directed toward documenting the support costs for special education. With this in mind, it is also critical, at this time, that the district implement the strategies discussed earlier in this document, particularly in regard to the redistribution of IPS units, the issues pertaining to assessment personnel, and the movement of programs to other agencies.

In summary, a financial review of documents provided by the district indicates that a significant amount of money could be generated and/or saved with a restructuring of the fiscal reports. Each of the tables presented throughout this section depict a need for the district to review current reporting methodology and to submit waivers wherever possible to maximize increased funding. In addition, the DIS operations of the district should be reviewed to determine areas of consolidation and the possibility of redistributing IPS units, while continuing quality services. It is difficult to determine a precise dollar amount of savings and/or new monies derived from the redistribution proposed. However, an estimate of the combined enhancement of the financial proposals set forth would be in excess of a million dollars.

Summary of Findings

The purpose of the study was to determine the extent to which the district's special education program went beyond federal and state mandates and to determine if the district was maximizing allocations generated from the State in operating its special education program. In general, the district provides quality special education programs and services in accordance with state and federal mandates. Major findings are summarized in this section.

* The district provides an extensive program for pupil's requiring occupational and physical therapy. The level of service is greater than expected, indicating a need to explore greater inter-agency cooperation and a need to explore the possibility of contracting with private vendors as an alternative method of providing this related service.

* The current loading for operated designated instruction and services is 16, while the state minimum for allocation purposes is 20, on an unduplicated basis.

* The district provides a programs for pupils that are home bound, hospital bound and residents of licensed children's institutions. While the population fluctuates between regular education pupils and special education pupils, a staff of full time employees representing both regular education and special day class teachers is maintained.

* The district currently provides instruction for 620 pupils identified as seriously emotionally disturbed. This constitutes 5.5% of the district's special education population and exceeds the state-wide average for programs of this type.

* The district serves 9.89 percent of the district's school age population in special education. This is in line with other districts throughout the state.

* The district provides services to 3.44 percent of the district's school age population in special day class settings. This percentage exceeds State legislative guidelines.

* Currently the district serves a smaller percentage of pupils of the special education population in the resources specialist program than one would expect.

* The district does not receive special education State allocation for 47.22 instructional units operated. These units are totally operated with district general funds.

* It appears that the district would be eligible to receive a greater allocation of State special education dollars by restructuring how unfunded units are claimed by the district. This would require revising the current year J-50 Forms and requesting the State Department of Education to grant the district a waiver.

* The district could alter the amount of funds received from the State in a positive direction by requesting and receiving waivers from the State. This may not be possible this year however, the district could develop a plan to implement this strategy over the next one to two years.

* The district could enhance the amount of State dollars received by as much as $1,029,877 by controlling the redistribution of instructional personnel service units, and serving more students in the RSP program instead of the SDC program. However, it should be noted that this should occur in a planned manner so that any risk of the district's future growth units in special education result in both the highest level of service to pupils and the maximum allocation of State dollars.

V.
CONCLUSIONS AND RECOMMENDATIONS

Conclusions

1. The district's special education program and services in general are in accordance with state and federal mandates. Four areas were identified as potentially exceeding state or federal mandates.

   * The provision of services for special education and regular education pupils within home or hospital settings.

   * The provision of services for special education and regular education pupils residing within licensed children's institutions settings.

   * The need for collaborative efforts with other public agencies in the provision of occupational and physical therapy, and for seriously emotionally disturbed pupils identified.

   * The large number of pupils identified as seriously emotionally disturbed.

2. The district has not maximized resources in operating or reporting special education programs for state funding. Programs and services as currently reported have a serious financial disadvantage for the district.

   * The district operates extensive special day class settings while providing more resource specialist program settings has program and fiscal advantages for the district.

   * There is an advantage for the district in applying for waivers from the state and requesting permission to redistribute unfunded units.

   * There is an advantage for the district to minimize the number of unfunded instructional personnel service units.

Recommendations

1. Review district agreements with California Children's Services and County Mental Health.

2. Review the eligibility criteria, standards for placement, and current IEPs of the pupils receiving occupational and/or physical therapy from district staff and determine if these services must be provided by the district. Also determine if adaptive physical education and/or modified physical education could meet identified needs as well.

3. Review the loading factors in designated instruction and services, particularly, with regard to consolidating staff and services and investigate possibility of staff being certified as non-public agency vendors.

4. Examine how pupils are determined eligible for programs for seriously emotionally disturbed, and if the pupils IEP's are being coordinated with other agencies as well as utilizing the implementation of a Student Study Team approach to find alternative programs to serve these students.

5. Review the staffing patterns for programs provided in licensed children's institutions and for pupils home and/or hospital bound and determine if some of the instruction could be adequately provided by hourly personnel.

6. Develop a plan for redistributing instructional personnel service units to be implemented over the next two or three years. The plan should have as a goal to bring the percentage of pupils served in special day classes in line with an established checkpoint, such as 2.8 percent of the school age population being served.

7. Maximize the resources of the district by claiming unfunded units within the special day class allocation, thereby receiving more state dollars for the programs operated in the resource specialist setting.

8. Implement a plan for redistribution of units in order that the general movement of students is from the more restrictive special class setting, to the less restrictive resource specialist program.

9. Other recommendations which would require more indepth study are the complete review of the transportation system, the assignment of assessment personnel and resource teachers who appear to support the instructional program without a specific caseloads, and the feasibility of reducing the number of pupils placed within non-public schools.

10. For any of the above recommendations to occur, the Board of Education, Superintendent, and regular and special education administration must make a concerted effort to implement change.

APPENDIX A

GLOSSARY OF TERMS

GLOSSARY OF TERMS

1. I.P.S. UNIT - Instructional Personnel Service Unit is the basic measure of the special education funding model. The term includes special classes and centers, resource specialist programs, and designated instruction and services.

2. J-50 FORM - Form used to report special education income including Instructional Personnel Services Units and Support Services Ratio operated by a district to the State for funding purposes. This report is filed three times annually.

3. P.L. 94-142 - Public Law (P.L.) 94-142, the Education All Handicapped CHildren Act, is legislation passed by the United State Congress and signed into law by President Gerald Ford on November 29, 1975. The four major purposes are: 1) guarantee the availability of special education programming to handicapped children and youth who require it; 2) assure fairness and appropriateness in decision making about providing special education to handicapped children and youth; 3) establish clear management and auditing requirements and procedures regarding special education at all levels of government; 4) financially assist the efforts of state and local government through the use of federal funds.

4. Special Day Class (SDC) - a self-contained class that offers full-time instruction to children whose handicaps prevent them from participating in a regular class a majority of the school day.

5. Designated Instruction and Service (DIS) - Instruction, therapy, or related services that are unique and not usually taught by regular class, special class or resource specialist teachers. The services are made available to exceptional children on the basis of individual need. Examples of this service are: occupational therapy, physical therapy, speech, and adaptive physical education.

6. Resource Specialist Program (RSP) - Provides special education instruction and services for pupils with exceptional needs who have been assigned to the regular classroom for a majority of the school day. A resource specialist teacher is a credentialed special education teacher who provides instruction to pupils assigned to the RSP.

7. Severely Handicapped (SH) - Those students who require intensive instruction and training, such as developmentally handicapped, trainable mentally retarded, autistic, seriously emotionally disturbed.

8. Non-Severely Handicapped (NON-SH) - Those students requiring less intensive instruction and training such as learning handicapped.

9. Seriously Emotionally Disturbed (SED) - Categorial programs for children defined by federal law as needing special education services as differentiated from behavior disorders or socially maladjusted students, as identified by Federal Code Regulations 300.530 to 300.534. The classification of Seriously Emotionally Disturbed includes children who are schizophrenic, as well as other serious disturbances. It does not however, include children classified as socially maladjusted as these children exhibit behavior related to delinquency and deviant behavior most frequently associated with a sociological cause.

10. Occupational Therapy/Physical Therapy (OT/PT) - Therapy which assists occupational skill development utilizing adaptive equipment and therapy which assists physical movement.

11. Home and Hospital (H/H) - A program for students currently not attending school because of a physical, mental, behavioral or medical condition which precludes the student's attendance in school in accordance with local school board policy.

12. Licensed Children's Institution (LCI) - A residential facility which is licensed by the state, or other public agency which has delegated authority by contract with the state to license, to provide non-medical care to children, including, but not limited to, individuals with exceptional needs. "Licensed children's institution" in addition, includes a large family home and a group home as defined by subdivision (a) of Section 80005 of Title 22 of the California Administrative Code. Also this includes children in foster family homes.

13. Average Daily Attendance (ADA) - Student participation in regular education determined by dividing the actual student attendance by the number of days possible.

14. Revenue Limit - Basic unit of entitlement determined on a per pupil basis.

15. California's Master Plan for Special Education - California's method of implementing Public Law 94-142, The Education of All Handicapped Children Act. The California legislature has provided state legislation to assure that all individuals with exceptional needs are provided their rights to appropriate programs and services which are designed to meet their unique needs as provided under the Federal Public Law.

    The legislature has provided intent language under the California Master Plan for Special Education which provides for an educational opportunity for handicapped individuals equal or better than that provided prior to it's enactment.

17. SB 1870 - Senate Bill 1870 (Rodda, 1980), Legislation delineating California Master Plan for Special Education. The major Act in a series of California Education Acts defining the special education program and funding for eligible handicapped pupils residing within the State of California between the ages of birth and 22 years of age.

18. AB 3632 - Legislation requiring inter-agency agreements between the Department of Education and the following state agencies: Health, Mental Health, Developmental Services, Social Services, Rehabilitation, Youth Authority and Employment Development Department. It also requires local education agencies to have in place local agency agreements with county agencies providing services at the local level.

19. AB 882 - Assembly Bill, Legislation designed to clear up language, intent and function of AB 3632, which further defines the responsibility of the agencies listed above and the responsibility of local government agencies.

APPENDIX B

SUMMARY OF J-50 FORM FOR FIRST PERIOD PRINCIPAL
APPORTIONMENT 1985-86 FISCAL YEAR

SUMMARY OF J-50 FORM FOR FIRST PERIOD PRINCIPAL
APPORTIONMENT 1985-86 FISCAL YEAR

IPS UNITS		1984-85 RATE	J-50 RATE	85-86 FY P-1
	NON SEVERELY HANDICAPPED			
177.40	SDC	35,519	37,318	6,691,173
151.44	DIS	28,086	29,825	4,516,698
180.00	RSP	37,248	39,554	7,119,720
	SUBTOTAL			18,327,591
	NSH EXT SESSION			428,966
	UNUSED AIDES			
	TOTAL			18,756,557
	DIS ADJUSTMENT		14,912	
	SUPPORT RATE TIMES,.5215			
	ADJUSTED SUBTOTAL		18,527,162	9,661,915
	TOTAL NSH			28,418,472
	SEVERELY HANDICAPPED			
161.23	SDC/1 AIDE	37,041	39,334	6,341.821
19.77	SDC/2 AIDES	47,193	50,114	990,754
	SH EXT SESSION			1,776,292
	UNUSED AIDES			
	TOTAL			9,108,867
	SUPPORT RATE TIMES, .5215			
	ADJUSTED SUBTOTAL, .5701			5,106,637
	SUBTOTAL			14,215,504
	TOTAL SP ED BEFORE INFANT			42,633,976
	INFANT EXT. YR			62,223
	NON-PUBLIC SCHOOL			1,676,523
	TOTAL SPECIAL ED ENTITLE.			44,372,722

San Diego City Schools
PLANNING, RESEARCH, AND EVALUATION DIVISION

DESCRIPTION OF THE DISTRICT'S SPECIAL EDUCATION PROGRAMS

No. 429A

June 24, 1986

EVALUATION DEPARTMENT REPORT

DESCRIPTION OF THE DISTRICT'S SPECIAL EDUCATION PROGRAMS
(Supplement to Report No. 429)

Prepared by

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June 24, 1986

Planning, Research, and Evaluation Division
Evaluation Department
Program Evaluation Unit

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DESCRIPTION OF THE DISTRICT'S SPECIAL EDUCATION PROGRAMS
(Supplement to Report No. 429)

I. ISSUE/CONCERN

The district directed Lou Barber and Associates as an outside consultant to conduct an independent evaluation to determine if the district's special education services were in excess of legal and fiscal mandates. This report was prepared as a supplement to the Barber and Associates evaluation. The report is intended to comprehensively describe the programs and services offered by the district's Special Education Department.

II. BACKGROUND

Special education managers and other staff were interviewed in December 1985 and January 1986 to obtain description of the program, student populations served, and staff responsibilities. The program description presented in the report is based on the interview findings and documentation supplied by the staff. The special education staff who were interviewed are listed in Appendix A.

III. DISCUSSION

Special Education Overview

The San Diego Unified School District, as a result of federal and state legislation, must provide free, appropriate, and individualized education for all handicapped children ages three through twenty-one. Legal mandates establish guidelines for the referral, assessment, certification, placement, and services provided to handicapped children. State legislation limits funding to ten percent of the school district's population. However, that same legislation requires provision of services to all handicapped children residing within the district. The district's pupil count in December 1985 indicated that 11,215 students were identified as handicapped and enrolled in special education programs. These programs include Special Day Classes (SDC), the Resource Specialist Program (RSP), Nonpublic Schools (NPS), and Designated Instruction and Services (DIS). Enumerative data in the report are based on the December 1985 pupil count data, unless otherwise specified.

Administrative Organization. The Special Education Department is an administrative unit within the Educational Services Division of the San Diego Unified School District. The department is headed by the special education director whose responsibilities are:

- to administer the entire program, recommend and implement instructional planning, program development, and the identification and assessment process for all special education students;

- to coordinate with other divisions the placement of programs at school sites, hiring of appropriate credentialed personnel, evaluation of programs, and development of appropriate curriculum; and,

- to develop and recommend instructional, remedial and support services provided for special education students in an appropriate educational setting.

Reporting directly to the director are three special education managers. They are responsible for instructional planning and program implementation for the Communicatively, Physically, and Severely Handicapped, Learning Handicapped, and Identification and Assessment programs. Other administrative staff include five special education coordinators and thirteen Program Specialists who are assigned specific administrative responsibilities within the special education organization. The administrative flow chart for the Special Education Department is presented in Figure 1.

Fiscal Management. California's Master Plan for Special Education provides the funding model for the district's special education program. The model is an entitlement system. The amount of state aid received by the district is a function of the following: (1) the reported cost of the district's special education program in the 1979-80 base year with adjustment for inflation; (2) the district's current service level; and, (3) the total amount of aid received by the district from other sources. Additional funding sources are federal funds, county property taxes, special day class revenue limits, and the local general fund contribution. The district's total special education budget for 1985-86 is $54,854,000 from the following funding sources:

° Federal P. L. 94-142 Local Assistance	$ 2,272,000
° County Tax Revenue	874,000
° District Revenue Limit - SDC A.D.A.	8,179,000
° Mandated Local General Fund Contribution	4,931,000
° State Special Education Apportionment	29,006,000
Total 1984-85 Special Education Entitlement	$ 45,262,000
Transportation Apportionment	$ 4,076,000
Non-Mandated Local General Fund Contribution	$ 5,516,000
Total Special Education Budget	$ 54,854,000

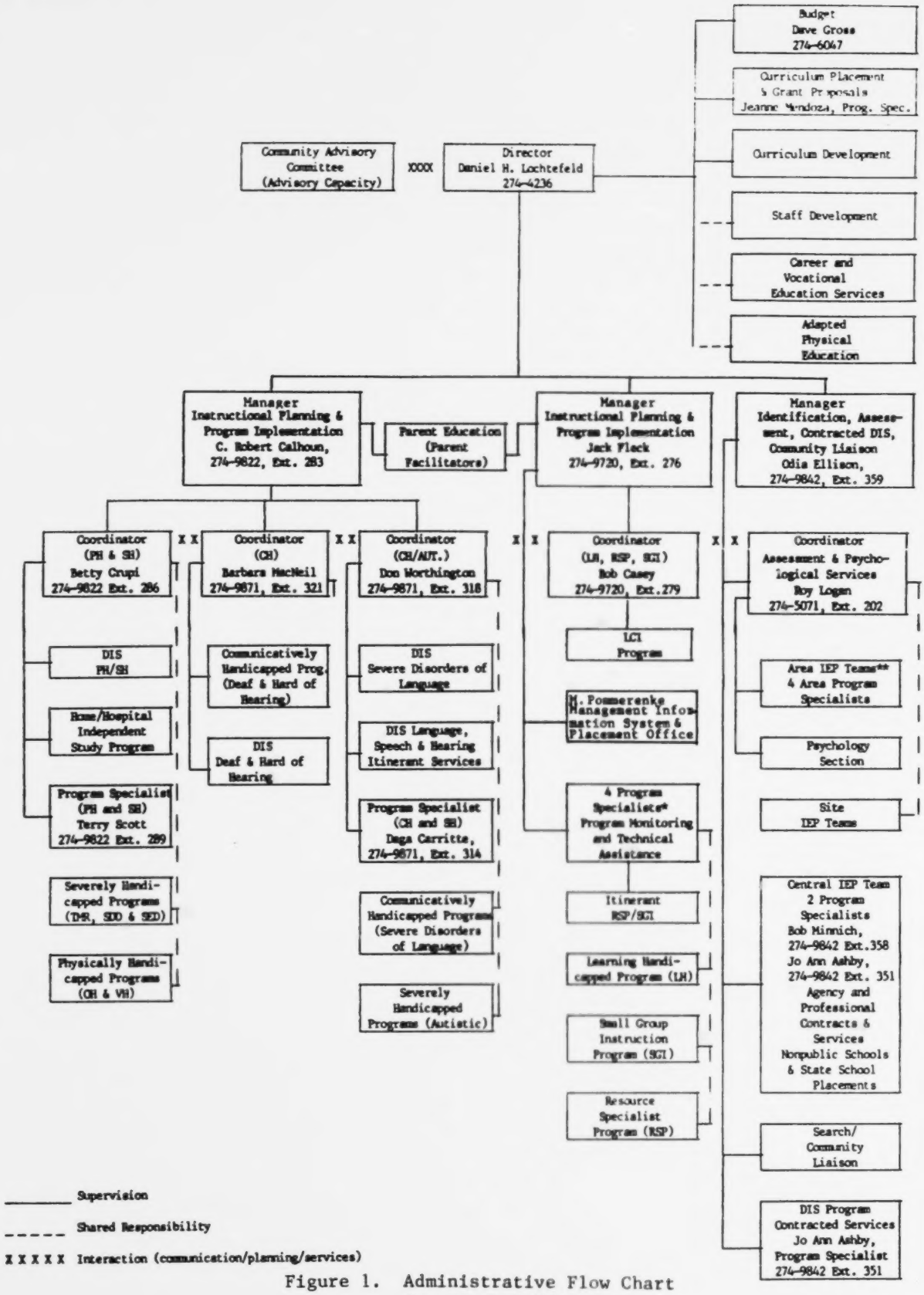

Figure 1. Administrative Flow Chart for Special Education

2-20-86

Population Description. The December 1985 pupil count data compiled for the state indicate that 11,215 students, ages birth to 21 years old, were enrolled in the district's special education programs. The students were grouped as:

- Communicatively Handicapped (CH), including the speech impaired, deaf, and hard of hearing;
- Learning Handicapped (LH), including specific learning disabilities and mild mental retardation;
- Physically Handicapped (PH), including the orthopedically handicapped, other health impaired, and visually handicapped; and,
- Severely Handicapped (SH), including the seriously emotionally disturbed, severely developmentally delayed, autistic, deaf/blind, and multiple handicapped.

The students are served in the following instructional settings:

- Special Day Class (SDC) where the majority of their school day is spent with a special education teacher;
- Resource Specialist Program (RSP) where 50 percent or less of the student's school day is spent in special education;
- Designated Instruction and Services (DIS) which includes speech therapy, adapted physical education, or occupational/physical therapy; and
- Nonpublic Schools (NPS) when an appropriate placement is not available in the district's program.

Table 1 contains the total number of student enrollments by handicapping conditions and instructional settings.

TABLE 1
STUDENT ENROLLMENTS BY
HANDICAPPING CONDITIONS AND INSTRUCTIONAL SETTINGS

Handicapping Conditions	Instructional Settings				
	SDC	RSP	DIS	NPS	Totals
CH	663	-	2448	-	3111
LH	1813	4036	21	39	5909
PH	198	-	581	-	779
SH	1227	-	25	164	1416
Total	3901	4036	3075	203	11215

Program Description

The Special Education Department identifies and assesses all students who may have a handicapping condition and provides instructional programs to the communicatively, learning, physically, and severely handicapped students. An Infant Development Program, Preschool Mainstreaming Program, and a Parent Facilitator Program have been established through external funding. In addition, the Special Education Department provides services to special education students in adapted physical education and vocational education. In this section, the different special education programs and services will be described relative to the staff, activities, and student enrollments.

Identification and Assessment Program. The Identification and Assessment Unit is administered by a special education manager. The manager oversees activities related to multidisciplinary assessments, designated instruction and services, contracted services, nonpublic school placements, interagency agreements, compliance procedures, and child search/community agency liaisons. Four assessment teams and psychological services are managed within the unit by a coordinator. Four program specialists supervise multi-disciplinary teams comprised of thirty-eight psychologists, seven diagnostic teachers, four speech-language pathologists, and a nurse.

The teams' responsibilities are to assess referrals, evaluate student eligibility for special education, conduct mandated three year reviews, participate on site consultation teams, and work with teachers, parents, and other appropriate persons during all phases of the assessment process. Processing a referral takes, on the average, eight hours of psychologist time and includes preventive measures, assessment, conferencing, and report writing. Time spent by additional team members varies depending on the complexity of the referral. In November and December 1985, 698 student referrals were processed by the area teams. Of these 82 percent were found to be eligible for special education services, and 18 percent were ineligible. Sixty-six percent of the eligible students were learning handicapped and placed into the resource specialist program, small group instruction, or special day classes.

Within the Identification and Assessment Unit, a program specialist supervises designated instruction and services provided by a total of six occupational and physical therapists who are district employees. The district provides direct therapy to an additional 50-60 students through contracted services with eight private vendors. Consultation to special education and adapted physical education teachers is provided by the therapists for approximately 800 students. Additional responsibilities of the program specialist are to participate in district expulsion procedures with individual students and coordinate annual reviews of special education students enrolled in nonpublic schools.

Another program specialist in the unit manages an assessment team of four psychologists, one speech and language pathologist, one diagnostic teacher, and one district counselor to determine appropriate placements for students in nonpublic schools. As indicated in Table 1, 203 students were enrolled in nonpublic schools in December 1985. Eighty-one percent of these students were severely handicapped with problems such as seriously emotionally disturbed, mental retardation, and multiple handicaps. Other students in nonpublic schools were classified as specific learning disabled. The program specialist is also responsible for preparing the district's response in due process hearings. Each case averages about 25 hours of preparation time. This does not include any preventative actions taken by the district before due process or complaint procedures are initiated.

Communicatively Handicapped Program. The Communicatively Handicapped Program is managed by two coordinators. One coordinator is in charge of the Language, Speech and Hearing Unit which provides designated instruction and services in speech, language, and hearing to 2448 students at the preschool, elementary, and secondary levels. Approximately 1850 additional students who are enrolled in other special education programs receive speech, language, and hearing services. The services are provided by 68.5 credentialed speech therapists. Each therapist carries a case load of approximately 55 students. Program staff estimate that, on the average, a student is seen twice weekly for 20-30 minute sessions. The sessions are conducted in groups of 2-3 students. Also administered in this unit is the Severe Disorders of Language Program which serves 457 students in special day classes of twelve elementary schools, two junior high schools, and two high schools. Six itinerant speech teachers provide instruction to 33 students with severe disorders of language and who are enrolled in regular education classes. This instruction is provided on a "pull out" basis. Also, special day classes for 44 students are conducted at four elementary, one junior high, and two senior high schools.

Assessments to determine student eligiblity for the Communicatively Handicapped Program and the required three year reviews are coordinated by a program specialist. An assessment team for the program consists of two psychologists, two nurses, one counselor, and one speech pathologist. Two resource teachers participate in the assessment process. They also provide technical assistance and support to classroom teachers.

A special education coordinator is responsible for the Deaf and Hard of Hearing Program. The program serves 297 students who range in age from infancy to high school. Special day classes or on an itinerant basis. The Deaf and Hard of Hearing special day classes are conducted at four elementary, one middle school, and one high school site by 33 classroom teachers and 16 itinerant teachers. The staff is specially trained to communicate with the deaf and hard of hearing, and the curriculum is geared to students who have trouble communicating and understanding others. Additional staff includes two audiologists, and one psychologist. Part-time staff includes counselors and nurses. Two resource teachers provide technical assistance and support to classroom teachers. The continuum of program services ranges from special day classes for the deaf/blind, students with multiple handicaps, deaf or hard of hearing students, and students who enrolled in regular or gifted classes and receive interpretative services (in signing) from specially trained teachers.

Learning Handicapped Program. The Learning Handicapped Program is supervised by a special education manager. The manager is responsible for central supervision of the resource specialist program, special day classes, and small group instruction programs for learning handicapped students at 108 elementary and 36 secondary schools. Additional program responsibilities are management of the licensed children's institutions program, management information system, placement office, program monitoring, and technical assistance. As indicated by the December 1985 pupil count data presented in Table 1, 5909 students are served in the Learning Handicapped Program.

Each student's Individualized Education Program (IEP) closely parallels the district's regular curriculum. The following courses of study are offered:

- Applied Skills Curriculum designed for students who need basic literacy skills in specific academic areas;
- Parallel and Identical Regular Education curriculum for students capable of meeting the district's approved academic program for graduation; and
- Support Services Curriculum which enables the student to handle the functional, parallel, or identical curricula.

Four special education program specialists are responsible for supervising student placements in the Learning Handicapped Program. They are also responsible for curriculum development, implementation, and program monitoring activities. Each program specialist is assigned one resource teacher who provides technical assistance and support to resource specialists and classroom teachers.

The Licensed Children's Institution (LCI) Program is managed by a special education coordinator. Educational services are provided by 13 classroom teachers to regular and special education students at seven institutions within the district's boundaries. Students are enrolled in the LCI Program as long as they are receiving psychotherapy, medical management, or behavior management as an inpatient or outpatient at one of the facilities. The students are enrolled in the LCI Program for one to six months. The turnover is continuous with approximately 400 students participating in the program during the school year. The support staff includes a psychologist and district counselor. They are responsible for: coordinating student educational programs with the treatment staff (psychiatrists, clinicial psychologists, or social workers); providing instructional materials; and, assisting students to make the transition from the institution to the public school setting.

Physically Handicapped Program. The Physically Handicapped Program serves visually handicapped, orthopedically handicapped, and health impaired students. A coordinator manages special day classes, support services, home/hospital instruction and independent study programs to a total of 779 students. The Visually Handicapped program is designed to foster independence, integration with sighted students, and the development of communication skills. Approximately 200 students, ranging in age from birth to 22 years, participate. The program provides itinerant services for students in neighborhood schools; a resource program for students who need more support at the elementary, junior, and senior high school levels; and, special day classes. Two teachers are

available for orientation and mobility instruction. They teach students to travel safely in the community. The district maintains a braille transcribing service for students. Aids are available to visually handicapped students and include large print photocopy, recordings, braillewriters, mobility canes, tape-recorded books, and other materials. A psychologist works with classroom teachers and other appropriate staff in identification, assessment, and program planning for students.

Approximately 200 students with orthopedic handicaps such as cerebral palsy and birth defects are served in special day classes at the preschool, elementary, and secondary levels. A resource program for students enrolled in regular education classes is available in two elementary schools, one junior high school, and one high school. Academic tutoring, personal health instruction in catheterization, mobility training, or daily living skills are available to students with physical or health problems (cancer, head trauma, or with severe asthma) as designated instruction and services. The program is carried out by three resource teachers and three nurses who supervise 6-8 aides in delivering services to students. A psychologist and resource specialist assist in the identification and assessment of students in the program.

The Home and Hospital Program is coordinated by a resource specialist. The program provides services to approximately 2500 students with a rotating population of about 400 students at any one time. This program coordinates instructional services to students who, because of medical conditions, physical disabilities, or emotional problems, are unable to attend regular or special education classes. All students receive a minimum of 2 1/2 hours of instruction each week. These occur during 2-5 home visits by an itinerant teacher or through teleclasses offered over the phone to individuals or groups of students. Three teachers are assigned on a full-time basis to Children's Hospital, Naval Regional Medical Center, and University Hospital. Students are eligible for instructional services for the duration of their hospital stay. Itinerant teachers are assigned to other hospitals that admit school-aged patients. Students living within the San Diego Unified School District are served if their combined hospital and home recuperative period will be at least 15 days. Students from other school districts are eligible for services if their estimated hospital stay is 20 days. The educational services are designed to keep students current with their instructional program and follow the district's curriculum guidelines.

The Independent Study Program is a component of the Home and Hospital Program. It provides short term (usually one semester or less) tutorial services to students who have been suspended from school, students placed in the program by the Hearing and Placement Office in lieu of expulsion, or special education students who are unable to function in a traditional school setting. The students complete daily assignments independently which, combined with tutorial sessions given by a home tutor, total about three hours per school day. In addition, one classroom teacher is assigned to St. Vincent de Paul for children of transients living at the facility. One-half of a teaching position is also available to the Casa de Paz program run by the YWCA for abused women.

Severely Handicapped Program. The Severely Handicapped Program is managed by a special education manager and coordinator who oversee programs for the seriously emotionally disturbed, severely mentally retarded, and trainable mentally retarded. One special education program specialist who is assisted by four psychologists and four resource specialists coordinates activities related to the identification, assessment, and placement of students eligible for the *severely handicapped programs. Activities related* to program development, implementation of curricula, and provision of technical assistance to classroom teachers are coordinated by the program specialist.

The Seriously Emotionally Disturbed Program has an enrollment of 493 students in special day classes at six elementary schools, two secondary schools, and one special center. One special day class for preschoolers identified as seriously emotionally disturbed is conducted at an elementary school site. In addition, educational support by an itinerant teacher is provided to students identified as seriously emotionally disturbed who are able to function in a regular classroom. Approximately 17 students in elementary and secondary schools throughout the district are enrolled in this program. Students are placed in an appropriate course of study through the Individualized Educational Program (IEP) process. Students who are at grade level take a course of study which parallels the district's curriculum. Coordination with mental health agencies, private therapists, and other specialists dealing with children having emotional difficulties is managed by the program's support staff.

The Severely Developmentally Delayed Program has an enrollment of 734 students. These students are eligible for special education because of moderate to severe developmental delays. Students are served in special day classes at five elementary schools, three secondary schools, one community college, and three special centers. There are six special day classes for severely handicapped preschoolers. The course of study consists of the board-approved Functional Skills and Applied Basic Curricula. The curricula include instruction in practical and basic skills to prepare students to function productively in a variety of environments. Opportunities for students to "mainstream" with nonhandicapped peers are provided as ongoing activities. Neighborhood children attend the preschool programs several days a week. A joint effort between the district, San Diego State University, and San Diego Community College has resulted in a new class for severely developmentally delayed 16 to 22 year olds at Midway Community College. The program provides community-based vocational education and attempts to facilitate a smooth transition for students into an adult program when they leave the district.

Other Special Education Programs. Other programs designed to serve special education students are the Infant Development Program and Preschool Mainstreaming Program. The programs are funded by federal and state grants. Vocational education (administered under the Guidance Services Department) and adapted physical education (administered under the Health Services Department) are offered as designated and instruction services. A Parent Facilitator Program provides parent education and training to parents who have a child in special education.

Since September 1977, an Infant Development Program has been available for handicapped infants below the age of three years. The program began as an experimental program funded under the Development Center for the Handicapped (DCH) regulations. Later, funding came from California's Master Plan and from federal and state sources. The program combines home- and school-based instruction provided by a teacher working with a psychologist, school nurse, occupational therapist, physical therapist, speech therapist, and other specialists as appropriate. The staff work cooperatively with the family, other community professionals and agencies. The program's activities are coordinated by a resource specialist. In December 1985, approximately 100 handicapped infants and their families were served by the program. An additional 85 infants were on a waiting list. Referrals to the Infant Program are from the area hospitals, Regional Center, public health nurses, and social workers.

A Preschool Incentive Grant funded by the state for three years was awarded to the district in June 1985. The purpose of the grant is to assure placement of handicapped preschoolers in a least restrictive environment. The main components of the program are to assist special education staff in placing preschoolers in integrated settings, provide parent training and education, and do staff training for child development teachers and their special education counterparts. The staff consists of two resource teachers. Each teacher carries a case load of 20 children enrolled in preschools throughout the district.

Vocational education (Regional Occupational Program [ROP]) is provided as a designated instruction and service to approximately 200 special education students who are 15 years and older. Classes are limited to 15 students and are given at different school sites and community colleges. Funds are available for transportation. Provisions made to accomodate students in wheelchairs. Interpretative services for the deaf/hard of hearing, and assistance to the visually handicapped are also available. The classes provide job training in areas such as clerical skills, landscaping, housekeeping, food service, and custodial help. Vocational rehabilitation counselors work with school counselors, special education teachers, and students to plan vocational programs that meet the student's individual needs. Project "Workability," a recently funded program, will place special education students who have taken ROP courses into jobs in the private sector.

Adapted physical education is provided as a designated instruction and service to approximately 1800 special education students. About 85 percent of these students receive the adapted physical education as a supplement to their instructional program. The purpose of adapted physical education is to improve student motor development, physical fitness, and overall body strength. Preschool and elementary school-aged students are seen individually or in small groups by the adapted physical education teacher for 30-minute sessions twice a week. Secondary students are seen by the adapted physical education teacher daily for a 50-minute group session. The district employs 33 adapted physical education teachers.

The Parent Facilitator Program was originally funded as a Preschool Incentive Grant to help parents of preschoolers become more actively involved in their children's special education program. The program currently employs 24 parent facilitators (Community Aide positions) who are trained to assist parents whose children are being referred or currently enrolled in special education. All facilitators have handicapped children of their own. They provide assistance to parents in understanding the Individualized Education Program (IEP), accepting their child's handicap, utilizing community resources, understanding the child's rights, and providing parent education through group meetings and workshops. The program is coordinated by a resource teacher. The unit responded to 730 referrals for parents assistance during the 1984-85 school year.

IV.
INDIVIDUAL CASE STUDIES

Seven case studies of students are presented in this section to illustrate different types of services provided by the Special Education Department.

Case Study #1 describes services given to a learning handicapped student enrolled in the resource specialist program.

Scott is an 11 year old who was referred to special education two years ago because of serious reading problems. Review of the school records indicated that Scott qualified for early admission to kindergarten, but, then, repeated kindergarten twice. His report cards showed that he made "good" progress in all areas except for reading. His grades in citizenship and work habits were "good" to "excellent." Scott was evaluated by a psychologist and diagnostic teacher. He was cooperative with the examiners. He told them that he was not a good reader and very frustrated in school because of this problem. Scott's intellectual abilities were evaluated to fall within the superior range with significant deficits noted in auditory sequential memory and fine motor integration. His reading and written language skills were two grade levels below his grade placement. General knowledge and mathematics were above grade level. Scott was evaluated to meet the eligibility criteria for specific learning disability and placed into the Learning Handicapped Program. Currently, Scott attends a regular fifth grade class in his neighborhood school and spends one hour a day with a resource specialist for remedial help in reading and spelling. His Individual Education Program (IEP) goal is to show one year's growth in overall reading skills. The resource specialist indicates Scott has made good progress, but, after 1-1/2 years in the program, is still below grade level in reading. He may continue in the program for several more years. Because of Scott's strong motivation to "catch up" in reading, the resource specialist believes he will eventually be able to attend regular classes fulltime.

Case Study #2 describes services given to a mildly mentally retarded student who is enrolled in a special day class.

Charles is an 8-1/2 year old youngster who was referred to special education in September 1984 because of severe learning problems noted by his first grade teacher. He was described as a quiet boy who seemed shy around his classmates and was inattentive in the classroom. The parents reported Charles was often difficult to handle at home. Even though he repeated kindergarten and was older

than his classmates, Charles did not know his colors or letters of the alphabet when referred to special education. He had significant trouble working independently and required continuous adult assistance to complete assignments. An evaluation that was performed at University Hospital indicated Charles was a well developed and well nourished child with no apparent distress. A general neurologic examination was normal with the exception of inconsistent responses to verbal commands. Charles was assessed by a psychologist, diagnostic teacher, and speech/language pathologist to evaluate his eligibility for special education services. The assessment findings indicated Charles was functioning significantly below average in his general intelligence which affected attainment of basic skills. Placement in a special day class for educable mentally retarded students was recommended along with speech therapy to be provided by a therapist in consultation with the classroom teacher. The annual Individualized Education Program (IEP) specifies that Charles will visually recognize all letters and sound/symbol relationships for letters, acquire basic addition skills, learn to tell time to the half hour, relate functional items to appropriate conceptual categories, and respond appropriately to "who," "what," "why," and "when" questions about a familar picture. Charles is currently bused to an elementary school eight miles from his neighborhood school to attend a Learning Handicapped special day class. There are 12 students in his class ranging in age from 7 to 10 years. His parents are satisfied with his current placement and believe he is happier in school. His teacher states that Charles is still functioning significantly below the level expected by his chronological age and likely to continue in special day classes with some mainstreaming into regular education classes for social opportunities.

Case Study #3 describes a seriously emotionally disturbed student enrolled in a special day class.

Anna is 8-1/2 years old and has been enrolled in special education since she was 6 years old. According to the classroom teacher, Anna spent the first three years of life living with her mother who was diagnosed as emotionally disturbed and in various foster home placements. Records indicate Anna may have experienced significant trauma and deprivation during this time and spent long hours confined in a crib. Anna lives with adoptive parents who brought her to San Diego when she was five. She was referred to special education in the first grade because of chronic withdrawal problems and fearfulness. Assessments and observations were done by a psychologist, speech therapist, and diagnostic teacher to establish Anna's eligiblity for the program. Anna's intellectual abilities were found to be in the low average range and her academic skills slightly below grade level. Handwriting was a problem area with reversals of numbers and letters occurring frequently. Current behavioral observations of Anna in the classroom indicate that she tends to be preoccupied with objects such as a glue container. She becomes excessively anxious as noted by fidgety behavior when assignments are difficult. Her program consists of instruction in the basic academic skills, behavior management to develop social interaction skills, adaptive physical education twice weekly, and occupational therapy consultation is given to Anna's teacher four times a year. Anna is bused approximately 12 miles one way to an elementary school with special day classes for the seriously emotionally disturbed. Anna's teacher reports that she is beginning to form a friendship with another girl in the regular education program and that this is a "big step" for her. The teacher indicates that Anna

will most likely continue in the special day class program with "mainstreaming" into regular education classes mainly for the social experiences. The parents have enrolled Anna in ballet classes and swimming lessons offered by the Parks and Recreation Department to give her opportunities to interact with nonhandicapped children.

Case Study #4 describes a severely handicapped student who is trainable mentally retarded and in a special day class.

Brian was diagnosed at birth as having Down's Syndrome, Trisomy 21. He was enrolled in the district's Infant Development Program at 21 months of age and continued in the program until he was 36 months old. At that time Brian was evaluated to be functioning at approximately the 17-18 month level overall and to be moderately developmentally delayed. Placement in the preschool special education program for trainable mentally retarded children was recommended. In an IEP meeting held to develop educational goals for Brian, the parents requested help with behavior management. Brian tended to be very active and aggressive ("biting and hitting") at home. Brian is now five years old and is bused to a special day class at an elementary school that is approximately six miles from his home. There are 11 other handicapped children ranging in age from 5 to 7 years old in Brian's classroom. Twice a week, five children who reside in the school's neighborhood are brought to the classroom by their parents to allow for "mainstreaming" opportunities. Brian's class operates during the regular school hours five days a week. He is picked by the bus at approximately eight o'clock in the morning and arrives home at around four o'clock in the afternoon. In addition to classroom instruction, Brian receives designated instruction and services in the following areas: occupational/physical therapy is provided as a consultative service to the classroom teacher with the goal of increasing Brian's shoulder and trunk stability, speech therapy is provided by the language, speech, and hearing specialist to increase Brian's verbal communication, and adapted physical education is provided twice a week to improve Brian's body strength and play skills. Brian will continue in the special day class program with a long term goal being eventual participation in community-based programs in the vocational and recreational areas. The parents indicate satisfaction with Brian's progress. They continue to work with the classroom teacher and resource staff to improve their management of Brian's behavior.

Case Study #5 describes a severely handicapped student with multiple problems who is in a nonpublic school.

Lavar is 11-1/2 years old with the diagnosis of chromosomal abnormalities and severe mental retardation. He has dysmorphic features as noted in his facial appearance. According to medical records, Lavar developed normally, achieving developmental milestones such as sitting, crawling, walking within normal limits. However, his progress was very limited after 18 months of age. Lavar has been enrolled in a nonpublic school since he was three years old. His intellectual abilities were assessed by a psychologist to fall within the severely retarded range of intelligence with an age equivalent score of approximately 35 months. At eleven years of age, Lavar has a vocabulary of two words, "toilet" and "drink" and a sign for "eat." Severe aggressive outbursts occur frequently. Lavar is assigned an instructional aide to provide continuous management of his tantrums. The aide wears heavy leather gloves as a

preventative measure because Lavar has inflicted numerous injuries by biting her hands. His school program is entirely through individual instruction by the teacher, aide, and resource staff. He receives speech therapy twice a week and occupational therapy is provided through direct therapy sessions. His classroom teacher indicates that Lavar has made very minimal progress in behavior change. Aggressive outbursts occur both at home and school and may be increasing because of the onset of adolescence. The father does not believe that the school is helping Lavar and believes Lavar would be better off staying at home. The teacher notes slight improvements in the communication area and states that she needs to find a new approach toward behavior management. Lavar is likely to remain in his current placement until he is twenty-one years old. The tuition paid by the district for Lavar's placement is approximately $17,000 a year. He is bused 15 miles from his home one way to school and requires an aide on the bus to manage his aggressive behavior.

Case Study #6 describes a seriously emotionally disturbed student who is enrolled in a licensed children's institution.

Joey is a 7-1/2 year old who has been in special education programs in three school districts since he was 3 years old. Joey was initially referred to special education by his preschool teacher because of his extremely short attention span, hyperactivity, destructiveness, and aggressive behaviors such hitting, biting, and throwing toys at others. He required close supervision and constant individual attention to complete any tasks in the preschool setting. An assessment team comprised of a psychologist, diagnostic teacher, speech/language pathologist, nurse, and school counselor evaluated Joey's intellectual abilities to be in the low average to borderline range. Severe attention deficits were noted along with delays of 1 to 2 years in communication and fine motor skills. Joey was found to be eligible for special education. He was placed in a diagnostic classroom for preschoolers with severe handicaps. The staff to student ratio in the class was one adult to two students. After nine months in the class, Joey was again assessed and found to be eligible for the learning handicapped program. He was placed into a nonpublic school which could address his learning problems and provide a strong behavior management component. Joey continued in the program for approximately one year. He met success in acquiring preacademic skills such as letter and number recognition. Joey's family moved into the Los Angeles area, and he was placed into a special day class for learning handicapped students in a public school. He remained in the program for about six months until the family moved into a school district in San Diego county. Joey was again enrolled in a special education program for learning handicapped youngsters. His Individualized Education Program (IEP) goals were to learn addition facts up to 10, identify consonant sounds, print all alphabet letters, and improve his attention span. The special education teacher described Joey as having extreme difficulty beginning and completing his work assignments. His progress was rated as "fair" to "poor". Joey was hospitalized in a facility run by County Mental Health because he was out-of-control at home. After four months, Joey began receiving treatment on an outpatient basis at the same facility. This attempt was unsuccessful because of Joey's aggressive behavior and need for a more "structured program." At this time, Joey was found to meet the eligiblity criteria for seriously emotionally disturbed and was transferred to another licensed children's institution as an inpatient. At this time, Joey is being considered for residential placement in another facility where he will receive psychiatric treatment and care along with special education services.

Case Study #7 describes a student with terminal cancer who received home and hospital instruction.

Kari was an excellent and well-liked student who was enrolled in the district's program for the gifted. About two years ago when she was 11 years old, Kari was diagnosed to have acute lympocytic leukemia. Kari was hospitalized for chemotherapy treatments lasting approximately two months. When she returned home, Kari was referred to special education and received a home tutor who came to the home twice a week to help Kari "catch up" on the school work missed as a result of her hospitalization. Kari's cancer symptoms went into a remission that lasted approximately one year. During this time, she was in regular junior high school classes except for physical education. She was again hospitalized for chemotherapeutic treatments and received school instruction from a special education tutor who came to the hospital twice a week. Goals were established to include Kari's participation in the teleteaching program along with the home tutor and complete courses required for promotion when she returned home. Kari had no problems "keeping up" with the academic material while she was in the program. However, the parents commented that books and instructional materials were not well coordinated between the special education tutor and the regular education teacher. Also, opportunities for interaction with peers was not an ongoing part of the program. During the course of her illness, Kari was depressed and preferred being left alone in her room. Some informal arrangements were made by the home tutor to bring groups of students together for some lessons. One outcome of these groups meetings was for Kari to learn about a camp run by the American Cancer Society for children with cancer. Kari was able to attend for a one week session and had "the time of her life" according to the mother. Kari received home instruction until she became too ill to participate shortly before her death from cancer at age thirteen.

V.
SUMMARY

The Special Education Department offers programs to 11,215 students or ten percent of the district's students who are identified as communicatively, learning, physically, and severely handicapped. The students are served in the following settings:

- special day classes
- resource specialist program including small group instruction
- designated instruction and services including speech therapy and occupational/physical therapy
- nonpublic schools

In addition to the above programs, an Infant Development, Preschool Mainstreaming Program, and Parent Facilitator Program have been established through external funding. Vocational education and adapted physical education are provided to handicapped students as designated instruction and services. Seven case studies were presented to illustrate the different programs and services offered by the Special Education Department to handicapped students.

APPENDIX A

Special Education Personnel Interviewed

The special education managers and staff who were interviewed about their programs are listed below in alphabetical order.

Jo Ann Ashby
Bob Calhoun
Bob Casey
Betty Crupi
Odia Ellison
Jack Fleck
Mary Sue Glynn
Dave Gross
Dan Lochtefeld
Roy Logan
Barbara MacNeil
Bob Minnich
Alan Richmond
Tony Roe
Terry Scott
Connie Strohbehn
Don Worthington